

THE TOWN OF HILLSBOROUGH

WAYFINDING SIGNAGE PLAN

July 2009



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Chapter 1: Plan Development

Introduction

Thousands of visitors travel annually by car to Hillsborough. Some are tourists visiting the historic core and looking for commercial destinations and services, while others are county residents seeking service from the various government offices located in town. Many of the most popular destinations are not located on the main thoroughfares. Virtually no wayfinding system exists and signs are dated, insufficient and not coordinated. Well-designed wayfinding signage helps put visitors at ease when they enter a town, can reflect the character of a municipality, and provides a more enjoyable experience. The continued viability of Hillsborough as a vital town center, tourist destination and government service area is dependent on consumers having a system in place to guide them to their destinations. The Churton Street Corridor Strategic Plan, adopted in 2006, recommended the development of a wayfinding plan to help with the revitalization of Churton Street. The Wayfinding Signage Plan responds to that recommendation and expands the scope beyond the Churton Street corridor to the entire town.

Wayfinding Task Force

The Wayfinding Task Force is a committee of volunteers organized to study the wayfinding needs of Hillsborough and to make recommendations for a comprehensive wayfinding signage system.

Members

Margaret Cannell	Hillsborough/Orange County Chamber of Commerce
Candice Capers	Durham Technical Community College, Orange County Campus
Candice Cobb	Hillsborough Resident
Mike Gering	Hillsborough Board of Commissioners
Pam Jones	Orange County
Elizabeth Read	Alliance for Historic Hillsborough
Dave Remington	Churton Street Corridor Strategic Plan Task Force
Rich Shaw	Orange County
Robbin Taylor Hall	Churton Street Corridor Strategic Plan Task Force
Vicky Wilson	Hillsborough Tourism Board

Staff

Stephanie Trueblood	Hillsborough Town Planner
Marshall Brown	Hillsborough Planning Intern
Aspen Price	Hillsborough Planning Intern

Guiding Principles

Purpose

The purpose of the Wayfinding Signage Project is to plan, design, implement and maintain a system of destination and directional signage to guide visitors to primary and secondary attractions in Hillsborough. A comprehensive wayfinding plan will improve the experience of those visiting Hillsborough, whether as a tourist or as a county citizen trying to use government services. Coordinated signage will connect the downtown historic district with the whole of town and will reflect the unique character and heritage of Hillsborough.

Vision Statement

Hillsborough is an attractive community with numerous destinations that are easy to access and navigate by residents and visitors.

Mission Statement

The Wayfinding Signage Plan inventories existing signage and makes recommendations for a coordinated destination and directional signage system, including a proposed signage template that celebrates the unique character and heritage of Hillsborough.

Goals

- Coordinate signage into a cohesive comprehensive system
- Reduce sign clutter
- Provide coordinated Town of Hillsborough destination signage
- Provide directions to parking areas
- Provide directions to key destinations

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Project Schedule / Scope of Work for the Wayfinding Task Force

<i>Date</i>	<i>Activity/Focus</i>
May 2008	Review Churton Street Corridor Strategic Plan, develop mission statement
June 2008	Discuss existing conditions; determine key destinations; review types of signage
July 2008	Discuss types of signage and locations associated with each of the wayfinding signage categories
August 2008	Review branding report; discuss design standards and NCDOT guidelines; develop wayfinding survey
September 2008	Review and prioritize sign placement recommendations; review project schedule revisions
October 28, 2008	Review survey results; select a design consultant; create a subcommittee to work with the consultant
No meetings for four months while the consultant develops design schemes.	
March 2009	Review design options; offer feedback to consultant; prepare for public meeting
April 2009	Hold public meeting to solicit citizen/resident feedback on the three submitted design schemes.
May 6, 2009	Send designs to the Historic District Commission for feedback.
May 2009	Review public meeting and HDC feedback; select final design family scheme.
June 20, 2009	Consultant submits final designs to the Planning Department
June 2009	Review design recommendations and associated costs; establish implementation goals; review Draft Wayfinding Plan; finalize plan and make recommendations to the Town Board.
July 2009	Town Board Review

Review of Related Plans

Churton Street Corridor Strategic Plan

The Churton Street Corridor Strategic Plan, developed in 2006, was created to make the main travel route through Hillsborough more attractive, functional and inviting. The plan aims to use the design of the corridor to improve the economic vitality of Churton Street, complement the historic character of downtown, promote environmental stewardship, and encourage and support an active lifestyle. The plan recommends that wayfinding signage be improved to aid in the revitalization of the Churton Street corridor. Recommendations relevant to signage are listed below.

Gateways and Districts

1. Develop community entrances that convey a sense of arrival and reflect the character of Hillsborough
 - a) Community Gateway
 - I-40 at South Churton Street
 - I-85 at South Churton Street
 - US 70 Bypass at North Churton Street
 - b) District Gateways
 - US 70A at South Churton
 - Corbin Street at North Churton
 - NC 86/57 split
2. Establish districts along the Churton Street corridor as a way to promote the concept of “place-making.” Encouraging districts will help distinct areas begin to establish a recognizable identity.
3. Encourage property owners to work together to develop a district identity, improve property appearance and market their district as a desirable shopping and/or business location.
4. Use the district concept as an element in a coordinated wayfinding system and in related visitor brochures and maps.

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5. Establish gateway character areas and provide guidelines for the development of landscaping and hardscaping of these gateways in a manner will provide some consistency and identity as part of Hillsborough.
 - Hardscaping materials typical of Hillsborough, including: low stacked stone or rubble stone walls, red brick, wrought iron
 - Develop community signage that is part of a coordinated wayfinding system.
 - Native woodland plants, evergreen and perennials that reflect the lush natural setting of Hillsborough.
 - Consider public art, fountains, clock tower or other elements selected by the community as representative of the character of Hillsborough.
 - Add features such as roundabouts and planted medians, as well as enhanced roadway landscaping to welcome visitors and signal to them that they have entered the Town of Hillsborough.
6. Encourage developers of projects located at prominent intersections, such as district gateways to include architectural features that convey the buildings prominent location along the corridor.

Signage

1. Reduce Sign Clutter: Implement strategies to remove illegal temporary signs.
2. Plan and Install Wayfinding Signs: Establish a coordinated way-finding system that helps the user find their destination and understand where they are in the system.
3. Implement Commercial Signage Plan: Plan for and implement low-key commercial signage along the corridor that reinforces Hillsborough's identity and the concept of "place-making."
4. Highway Guide Signage: Work with NCDOT to replace and relocate when necessary outdated and excessive highway directional signage.

Wayfinding Program

1. Signs will be readily identifiable with Hillsborough
2. Exhibit common characteristics that will help create a "brand" for Hillsborough

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3. Includes new community gateway signs that welcome visitors to Hillsborough and reflect the unique character of Hillsborough.
4. Incorporates trailblazer signs that reinforce “place-making” by directing visitors to major attractions and shopping districts
5. Customizes street-level signage to orient the visitor to their location
6. Places public parking signs and pedestrian level signage so that they work together to make public parking easy to find and then provides more detailed information to help them find their specific destination

US 70/ Cornelius Street Corridor Strategic Plan

The US 70 / Cornelius Street Corridor Strategic Plan, developed in 2007, is a strategic plan for future development and redevelopment within the corridor. It addresses land uses, transportation, crime, code enforcement, as well as site plan and design issues. Cohesive signage is key in this corridor as it has high traffic volumes and is one of the entrances to the downtown core of Hillsborough. The recommendations related to signage are below.

Signage and Landscaping Recommendations

1. Encourage public and private investment in landscaping at key intersections and along the corridor
2. Add wayfinding signage to the corridor that is consistent with Churton Street Plan
3. Add “Welcome to Hillsborough” signage at Town limits along 70 Corridor
4. Engage the Town of Hillsborough Tree Board to add tree plantings to the public right-of-way
5. Coordinate development regulations, particularly signage with Churton Corridor recommendations during the Zoning Ordinance rewrite
6. Add decorative banners to power pole

Hillsborough Brand Assessment

In July and August of 2007, consultants from Jennings - a public relations, branding and advertising agency based in Chapel Hill - conducted a brand perception study of Hillsborough to determine what the “brand” of Hillsborough is and how to effectively market it going forward. This study included interviews with influential town members, visitor intercepts in key tourist locations, and a review of Hillsborough’s marketing materials and presence in the media. In all, 15 one-on-one interviews were conducted with influential residents, board members and town officials. Twenty-six one-on-one interviews were conducted with visitors at the Orange County Visitors’ Center and on the street. The study highlighted some of the destinations and characteristics that are integral to Hillsborough’s image and identity, characteristics that should be represented in the wayfinding signage in some way.

The Hillsborough Brand

The interviews with town members yielded the four following terms that capture Hillsborough’s essence: *historic, diverse, involved, picturesque.*

Jennings concluded that Hillsborough is different from other visitor destinations in that it has a well-documented, historic past that is well preserved in a welcoming, authentic small town environment.

With regard to brand personality characteristics, Hillsborough is perceived to be a relaxed and unpretentious small town full of Southern charm.

- | | | | | |
|-----------------|---------------|-----------------------|-----------------|-----------------------------------|
| • Friendly | • Progressive | • Self-aware | • Small | • Diverse – “redneck to literati” |
| • Plain-talking | • Authentic | • Preservation-minded | • Cute | • Creative |
| • Eclectic | • Clean | • Walkable | • Happening | • Green |
| • Casual | • Vibrant | • Forward-thinking | • Rural | • Quaint |
| • Unique | • Hip | • A little edgy | • Revolutionary | • Blossoming |
| • Laid-back | • Active | • Dedicated | • Accessible | • Proud |
| • Fun | • Passionate | • Welcoming | • Historical | • Comfortable |
| • Modest | • Invested | • Old | • Approachable | • Artsy |
| • Colorful | • Cooperative | • Basic | • Funky | • Unexploited |
| • Picturesque | • Tolerant | | • Charming | |

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Hillsborough's Brand Personality Characteristics

- Walking trails
- Ayr Mount
- Unique shops
- Last Friday's
- Location – close to RTP
- Small town charm
- Welcoming feel – hospitality
- Garden Tour
- Museum
- Eno River
- 250 years of history
- Great restaurants
- Hog Day
- Weather
- Antiques
- Candlelight tour
- Walkable historic district
- Dickson House

Hillsborough: Defining Brand Attributes

Many of these defining attributes can be promoted through well-placed, consistent signage. The close proximity to RTP can be taken advantage of through signs on the interstates advertising Hillsborough and its attractions. Historic sites such as Ayr Mount, the Dickson House, and the Museum would benefit from better signs directing visitors from the main thoroughfares to these locations. Special events such as Last Friday's or Hog Day can be better advertised through banners that fit in with the wayfinding design scheme. A cohesive signage would enhance the presence of these attributes and solidify Hillsborough's image as a historic small town with great community events, conveniently located near the heart of North Carolina.

Challenges and Opportunities Facing Hillsborough

Jennings identified several challenges and opportunities that Hillsborough faces when trying to expand its tourism base. The observations and recommendations most relevant to wayfinding are outlined below.

Heritage First: Embrace and Celebrate The Heritage Brand

The main attraction for visitors is overwhelmingly the historic district. Hillsborough has a well-developed reputation as a historic area. Many communities would love to have the established reputation that Hillsborough already possesses. This is a major draw, but the small town character and charm make Hillsborough more than just a heritage destination. While it makes sense to emphasize the strong links to history, the boomer market is attracted to the Churton Street experience for its dining/shopping/antiquing/music and arts. The authentic, small town charm with its laid-back approach is just the escape that visitors are looking for after a busy, stress-filled week. There is strength and power in knowing who you are – an authentic historic area with the charm of unique shops and restaurants that make for a complete visitor experience. One caveat: A common sentiment that was heard is to keep the town a secret to preserve its charm. This sentiment is in direct opposition to those who seek to bring more visitor business to the area.

Wayfinding Signage:

With a focused effort on heritage tourism, or tourism in general, comes the need for a more organized approach to servicing the visitors that come to town. This starts with welcoming people into town and pointing them in the right direction with attractive and informative signage. Hillsborough should appear to be a town that is expecting visitors and anticipating their needs. Every path leading to town should have readable signage displaying a consistent brand look. This requires attractive and visible gateway signage at each entrance (major corridor) to Hillsborough; Interstate gateway signage on I-85 and I-40; and smaller trailblazer signs that direct visitors to specific destinations (Visitors' Center, Occoneechee Village, Ayr Mount, and Orange County Historical Museum – to name a few). Ideally, we want visitors to arrive in Hillsborough safely and with a sense of being valued (and expected).

Current efforts resemble a loosely connected group of unrelated events and activities. The brand identity needs to be embraced and celebrated. Currently, nondescript signs welcome visitors to Hillsborough and the historic character is not reflected until you are close to the downtown area. Historic markers are worn and look neglected. There is not a visual connection from one end of town to the other. There is a two-mile gap before visitors coming off of Interstate 40 are reassured that they are at the right place. There is no identifiable Hillsborough logo that portrays the historic nature that is at the core of the visitor experience. And there is nothing to notify the visitor of the area's significant points of interest. Standardized signage throughout town and at key venues can promote upcoming events and allow for cross-promotion to visitors.

Chapter 2: Needs Analysis

Existing Sign Ordinance

The relevant sections of the existing sign ordinance read as follows:

Signs Not Subject to Permit Requirements

The following signs are not subject to the permit requirements of this Ordinance, but are subject to Historic District requirements for Certificates of Appropriateness when located in the Historic District.

- c) Legal notices, identification and informational signs and local traffic directional signs erected by or on behalf of a governmental body.
- f) At any entrance to a subdivision or multi-family development, there may not be more than two (2) signs identifying such subdivision or development. A single side of any such sign may not exceed sixteen (16) square feet, nor may the total surface area of all such signs exceed thirty-two (32) square feet.

Existing Conditions - Sign Inventory

NCDOT Signs

Many of the signs in Hillsborough are owned and maintained by the NCDOT. These include the Highway Directional signs, Guide signs, City Limit signs, Historical Markers, and NC Scenic Byway signs, among others. Some of these signs are in good repair, others are bent, faded, dirty, or crooked.



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Highway Directional

Hillsborough has 37 highway markers: 9 single shield markers and 28 multiple shield markers. The location of these markers can be seen on Map 2: Existing NCDOT Highway Markers in Hillsborough on Page 44. The current interstate signs are cluttered and not well maintained. Some are leaning or bent. Often, two or three signs in one area contain related information but present it in a haphazard way.



City Limits Signs

Currently there are seven city limits signs in Hillsborough. Two are located on U.S. 70, one on St. Mary's Road, one on N.C. 86/57, one on Dimmocks Mill Road, one on Orange Grove Road, and one on N.C. 86 near the Hampton Point shopping center.

Town of Hillsborough Signs

“Welcome to Hillsborough” Signs

The town has one “Welcome to Hillsborough” sign, located next to Ray Motor Company on South Churton Street. The sign is a low monument-style sign made of flagstones. Two flagpoles stand on either end of the sign, and space exists to hang special event banners, as seen below. As it is on private property, this sign is not within the town’s jurisdiction.



District Signs

Hillsborough has two Historic District signs. One is located on South Churton Street, just before the Eno River bridge. The other sign is located on Corbin Street, coming south into town.

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Directional Signs

The town has 29 directional signs, which are shown below in photos. The numbers correspond to their location on Map 3: Sign Inventory of Existing Directional Signs on Page 45.

1 .



2 .



3.



4 .



5.



6.



7 .



8 .



9.



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10.



11.



12.



13./14.



15.



16.



17./18.



19.



20.



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21.



22.



23.



24.



25.



26.



27.



28.



29.



30./31.



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Parking Signs

The parking available in town consists of free on-street parking and two free surface lots maintained by the Town, a paid public parking deck that is privately owned, and an estimated four free surface lots that are maintained by Orange County. The signage for this parking is plentiful and uncoordinated. There is no one specific parking sign design.

Destination Signs

The existing destination signs in Hillsborough are mostly for government offices. Many of these signs have a white background with black lettering. No differentiation in style exists between town and county signs, which can cause confusion for those seeking services.



Route Markers

Route markers identify special routes, such as for bikes or along greenways. Hillsborough has no route markers.

Pedestrian Kiosks

Hillsborough has one pedestrian kiosk at the parking deck located on Nash and Kollock Street.

Needs Analysis

The existing directional signs are a collection of individual signs installed at various points that direct visitors to a select few locations. The SportsPlex, Senior Center, Chamber of Commerce and public parking areas are all well marked. However, many important destinations, such as town and county government offices, are not marked at all. In addition, some of the signs are incorrect. The Chamber of Commerce sign on North Churton Street states that the Chamber is 2.1 miles farther, when the chamber is approximately 0.6 miles away. The Visitor's Info Center sign at the corner of Churton Street and Margaret Lane points to the east, or down Margaret Lane, when in fact the Visitors' Center is located on King Street, the next block up. Many of the signs are uncoordinated, as is the case with the library and parking signs. One library sign

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is green and the other is blue, even though they stand on opposite corners at the same intersection. The parking signs are in seven different colors and styles. Many of the signs are small and not easily visible. The existing directional signs, along with the signs from commercial businesses, create a cluttered sign environment that reduces overall visibility. Hillsborough needs a wayfinding system that has large, visible, easy-to-read signs with pertinent information at the proper locations. While this initially may result in a larger number of signs, the signs will provide better information and will do so in a cohesive manner that is more effective and welcoming to visitors. Over time, implementation of the Wayfinding Sign Plan recommendations will reduce the sign clutter, creating a neat and coordinated visual environment.

Chapter 3: Considerations

N.C. Department of Transportation Standards and Jurisdiction

The NCDOT follows the standards from the Manual on Uniform Traffic Control Devices (MUTCD), which is being revised. The pertinent standards on wayfinding signage from the new version are below:

Standards

- Community wayfinding guide signs shall only be installed where adequate spacing is available between the community wayfinding guide sign and other higher priority signs. Community wayfinding guide signs shall not be installed in a position where they would obscure the road users' view of other traffic control devices.
- The MUTCD standard colors of red, orange, and yellow shall not be used as background colors (color coding) for community wayfinding guide signs, in order to minimize possible confusion with crucial regulatory and warning sign color meanings readily understood by motorists.
- The minimum contrast value of legend color to background color for community wayfinding guide signs shall be at least 0.70 (or 70%).
- All messages, borders, and legends of community wayfinding guide signs shall be retroreflective and all backgrounds shall be retroreflective or illuminated.
- The lettering for street names and destinations on community wayfinding guide signs shall be a combination of lower-case letters with initial upper-case letters. All other word messages on wayfinding guide signs shall be in upper-case letters.
- Commercial graphics (logos) for businesses shall not be used on community wayfinding guide signs, including within the pictographs.

Jurisdiction

The following roads within the town limits are state roads maintained by the NCDOT: Old N.C. 86, N.C. 86/Churton Street, U.S. 70/Cornelius Street, U.S. 70A, King Street, Corbin Street, Nash Street, St. Mary's Road and Dimmocks Mill Road. As they are under state jurisdiction, the NCDOT, rather than the town, owns and maintains the public rights-of-way on these roads.

Town Districts

One of the goals of the Wayfinding Signage Plan is to define Hillsborough's districts. The Churton Street Plan specified four districts along that corridor: Waterstone, South Churton, the Historic District, and Churton North. The Wayfinding Task Force decided to provide district signage only for the Historic District. The task force determined that designating districts was beyond its scope of work and should take place as a separate process. Once determined, district signage should be coordinated with the wayfinding system. A separate process will allow the time and resources to include extensive public input and to create a comprehensive district plan that considers all of the neighborhoods in town. For the time being, the Historic District is the only district that will be acknowledged by the Wayfinding Signage Plan as it has easily identifiable boundaries which have been officially accepted.

Historic District Signage Guidelines

The following list includes guidelines for installing signs within the Historic District and is an excerpt from the Hillsborough Historic District Design Guidelines.

1. Retain and preserve historic signs that contribute to the overall historic character of a district property including their functional and decorative features and details.
2. Retain and preserve materials, features, details, and finishes that contribute to the overall historic character of signage.
3. Repair the features, material surfaces, and details of historic signage using repair methods appropriate to the specific material.
4. Replace deteriorated, damaged, or missing signage with new signage that is compatible in design, scale, material, finish, and detail with the historic character of the building and district.
5. Introduce new signage, if necessary, in traditional locations that do not compromise or diminish the overall historic character of the building, site, or district. Design the new signage to be compatible in orientation, location, height, scale, material, and configuration with the historic character of the building, site, and district.
6. Site new freestanding signage in residential areas of the district on low posts or bases that are compatible with the pedestrian scale of the district. Mount small identification signs on building facades in locations that do not damage or conceal significant architectural features or details.

7. Fabricate new signage out of traditional materials, such as wood, stone, or metal, or apply lettering to glass or awning fabric. It is not appropriate to introduce signage in contemporary materials, such as plastics, or internally lighted signage that are incompatible with the overall historic character of the historic district.

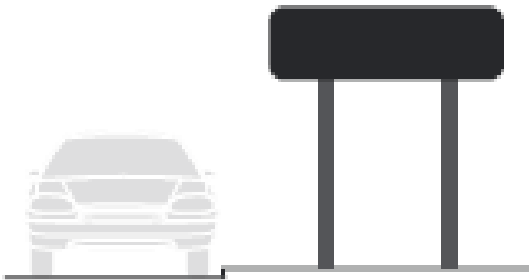
Sign Materials, Style and Cost

When considering a signage design, the materials, style and cost are important considerations. The materials of the way-finding signs must be durable, visible for vehicles during the day and at night, and compatible with the Historic District guidelines and the town's character. The signage style must be in keeping with the small-town charm of Hillsborough, while also not seeming outdated. The cost of the sign design, construction and installation must be within the town's budget.

Chapter 4: Recommendations

Wayfinding Signage Types

This section outlines the sign types chosen to be represented in the wayfinding sign family.



Highway and Interstate Directional Signs

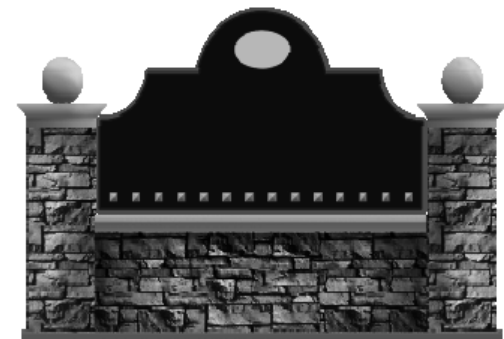
These directional signs guide drivers off interstates and highways toward the town center and other primary destinations, or guide drivers from town to the interstates. These signs are under the NCDOT's jurisdiction.

Town Limits Signs

These small signs are located along major roads to mark the town limits. These signs are under the NCDOT's jurisdiction.

"Welcome to Hillsborough" Signs

This type of sign announces to the travelers that they have arrived in town. They should be located on primary traffic routes at the town limits and should provide a sense of arrival and celebrate Hillsborough's character. These signs should be made of quality materials and should have attractive landscaping to create a lasting first impression.



"Welcome to Hillsborough" Sign

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Trailblazing Signs

These signs are located along major vehicular routes to provide guide information towards three primary destinations. This sign type will be used where some distance must be traversed between gateway areas and destinations. It will assure drivers that they still are moving in the right direction and will arrive at their destination shortly.

- Historic Downtown
- Visitors' Center
- (Town/County) Government Offices



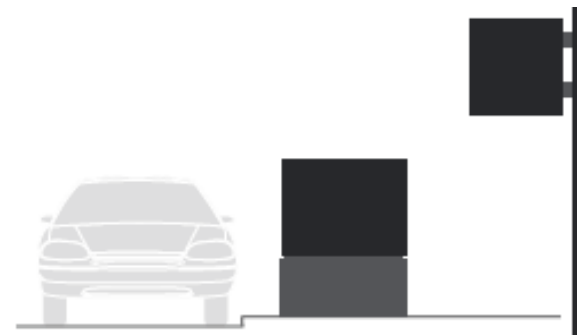
Proximity Signs

These signs are located along major vehicular routes to provide guide information toward the secondary destinations. This sign type will be used where a turn is necessary or to indicate that the destination is approaching soon.

Destination Signs

Arrival signs mark a destination so that it is visible from a car. The signs usually are located in front of the destinations so visitors know they have arrived.

- | | |
|--------------------|----------------------------|
| • Town Hall | • Orange County Courthouse |
| • Town Annex | • Landmarks |
| • Visitors' Center | |



Historic District Identification Signs

These signs identify the Historic District from the surrounding districts of Hillsborough.

Parking Directional and Identification Signs

This type of signage directs vehicles to parking areas. The identification signs are placed near surface parking lots or parking garages to identify them.

- Parking Deck
- West King Street Parking
- Courthouse Parking

Route Markers

These signs are helpful to identify routes and special town or district areas.

- Riverwalk
- Bike Routes

Pedestrian Kiosks

These signs are located along pedestrian routes leading toward pedestrian destinations. This type of signage may consist of a map of the downtown area, correctly oriented to the environment, and a list of area destinations.

- Downtown
- Commercial areas (South Churton Street, Waterstone, Hampton Pointe)
- Parks and Recreation Area



Sign Design

The Wayfinding Task Force used the standards from the revised Manual on Uniform Traffic Control Devices and the Jennings branding report to create a set of design standards. Once the design consultant was selected, the consultant was given these design standards along with the branding report and the NCDOT standards. The consultant was given four months to develop the design schemes. In March, the design consultant offered the three design schemes to the task force, which evaluated them and offered feedback. The major decisions left were the choice of a red or green sign background color, serif or sans serif font, and the pole base. In April, a public meeting provided citizen feedback on the three design schemes. In May, the Historic District Commission reviewed the designs and offered its feedback. The final design scheme consisted of signs whose geometry references the commercial windows along Churton Street in the Historic District. The red color evokes the brick that is commonly used downtown. Scrollwork on the tops of the destination signs and pedestrian kiosks references the Eno River, and the shape of the pole caps reference the clock tower. Once the sign design was selected, town staff and the Wayfinding Task Force worked to determine the location and text of each sign, while the design consultant created drawings with dimension specifications to be used by a sign fabricator. For more detailed information about the chosen design scheme, refer to the Signage Design Manual.

Types of Destinations

As evidenced by the Wayfinding Destinations map on Page 43, many of the destinations are along the major transportation corridors through Hillsborough. However, several destinations - such as Gold Park, the Historic Occoneechee Speedway, and the Water Plant - are not along major thoroughfares. Visitors need well-placed informative signs to guide them to these destinations. The destinations can be separated into primary and secondary destinations.

Primary Destinations

In town, primary destinations include Historic Downtown, the Visitors Center, and Town and County Government offices.

Secondary Destinations

Secondary destinations include law enforcement, health and social services buildings, the public library, museums, historic sites, public parks, cemeteries, natural areas, sports facilities and other important community amenities.

Sign Locations

The overall map of sign recommendations can be seen on Page 46. The specific sign types and their locations are described below and are displayed on the maps on pages 47-56. The corresponding sign type in the Signage Design Manual is indicated in parentheses. The Sign Installation Guide in Appendix A provides specific location information for trailblazing, proximity, and Historic District identification signs. Please note that the sign type used may change based on location and site needs.

“Welcome to Hillsborough” Signs

Three “Welcome to Hillsborough” signs (Sign Type A) will be installed in addition to the existing sign located on South Churton Street just past Mayo Street. One new sign will be installed on Old N.C. 86 near Waterstone Drive. The second will be installed at the intersection of U.S. 70 and Lakeshore Drive. The third will be installed at the intersection of U.S. 70 and St. Mary’s Road. These locations are displayed on Map 6: Recommendations: Town of Hillsborough Signs and Pedestrian Kiosks on Page 48.

Wayfinding Trailblazing Signs

Seven trailblazing signs (Sign Type B) will be installed to direct visitors to the three primary destinations (see right). These will be placed at Old NC 86 at I-40, Old NC 86 at I-85, NC 86 at US 70A, Churton Street at US 70A, and three around the US 70/Cornelius Street/Churton Street intersection. These locations are displayed on Map 7: Recommendations: Directional Signs and on detail maps 7.1-7.6 on pages 49-55.

Trailblazing Sign Text:

Historic Downtown
Visitors Center
Government Offices

Wayfinding Proximity Signs

In all, 37 proximity signs (Sign Types C and D) will be installed to direct visitors to secondary destinations. The list on the following pages explains the location and text of each sign, listed by sign number. The direction the signs face — northbound, eastbound, southbound, or westbound — is indicated parentheses. These locations are displayed on maps 7 and 7.1-7.6 on pages 50-56.

Map 7.1 (Sign Type C)

1: Old N.C. 86 at Waterstone Drive (N)

Durham Tech-Orange →

UNC Hospital →

2: Old N.C. 86 at Waterstone Drive (S)

Durham Tech-Orange ←

UNC Hospital ←

3: Old N.C. 86 at Cates Creek Parkway (N) (*install at future date*)

Cates Creek Park →

4: Old N.C. 86 at Cates Creek Parkway (S) (*install at future date*)

Cates Creek Park ←

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Map 7.2 (Sign Type C)

5: South Churton Street at Mayo Street (N)

Social Services ←
Occoneechee Mtn. ←

6: South Churton Street at Mayo Street (S)

Social Services →
Occoneechee Mtn. →

7: Orange Grove Road at Mayo Street

Occoneechee Mtn. ←

8: South Churton Street at Orange Grove Road (N) *(future)*

Train Station →
Transit →
HYAA Ball Fields →

9: South Churton Street at Orange Grove Road (S) *(future)*

Train Station ←
Transit ←
HYAA Ball Fields ←

10: South Churton Street at U.S. 70A Business (N)

SportsPlex →
Senior Center →
Speedway Trail →

11: South Churton Street at U.S. 70A Business (S)

SportsPlex ←
Senior Center ←
Speedway Trail ←

Map 7.3 (Sign Type C)

12: U.S. 70A Business at N.C. 86 (E)

Speedway Trail ←
SportsPlex ↑
Senior Center ↑

13: U.S. 70A Business at Elizabeth Brady Road (W)

Speedway Trail →
Visitors Center ↑
Historic Downtown ↑

37: N.C. 86 at U.S. 70A (N)

SportsPlex →
Senior Center →
Speedway Trail ↑

14: U.S. 70A Business at Meadowlands (E)

SportsPlex →
Senior Center →

15: U.S. 70A Business at Meadowlands (W)

SportsPlex ←
Senior Center ←

Map 7.4 (Sign Type D)

16: South Churton at Nash & Kollack Street (N)

County Campus West ←
Library ↑
Courthouse ↑

17: South Churton at Nash & Kollack Street (S)

County Campus West →

18: South Churton Street at Margaret Lane (N)

Library ←
Courthouse →
County Campus East →

19: South Churton Street at Margaret Lane (S)

Courthouse ←
County Campus East ←
Library →

TOWN OF HILLSBOROUGH — WAYFINDING SIGNAGE PLAN

20: Margaret Lane at River Park Entrance

Public Market House →

Occaneechi Village →

Riverwalk →

21: Margaret Lane at Cameron Street

Link Center →

Board of Elections →

22: South Churton Street at King Street (N)

Gold Park ←

Visitors Center →

Ayr Mount →

23: South Churton Street at King Street (S)

Visitors Center ←

Ayr Mount ←

Gold Park →

24: Cameron Street at East King Street

Ayr Mount (.7 mi) ←

Poet's Walk (.7 mi) ←

Board of Education ↑

25: North Churton Street at Tryon Street (N)

Town Annex ←

Historical Museum ←

Whitted Building ←

26: North Churton Street at Tryon Street (S)

Town Annex →

Historical Museum →

Whitted Building →

27: Tryon Street at Town Annex Entrance

Town Annex ←

Whitted Building ↑

Map 7.5 (Sign Type D; 32 & 33 Sign Type C)

28: North Churton Street at Union Street (N)

Burwell School ←

Town Hall Campus ↑

29: North Churton Street at Union Street (S)

Burwell School →

Visitors Center ↑

30: North Churton Street at Corbin Street (N)

Town Hall Campus →

31: North Churton Street at Corbin Street (S)

Town Hall Campus ←

Visitors Center ↑

Historic Downtown ↑

32: U.S. 70 at Rainey Avenue (E)

Fairview Park ←

Police Substation ←

Community Center ←

33: U.S. 70 at Rainey Avenue (W)

Fairview Park →

Police Substation →

Community Center →

Map 7.6 (Sign Type D)

34: West King Street at Nash Street (E)

Gold Park (.3 mi) →

Riverwalk →

35: West King Street at Nash Street (W)

Gold Park (.3 mi) ←

Riverwalk ←

36: South Nash Street at Eno Street

Gold Park ←

Riverwalk ←

TOWN OF HILLSBOROUGH — WAYFINDING SIGNAGE PLAN

Destination Signs

Eighteen destination signs (mostly Sign Type F, Sign Type E exceptions noted below) will be installed. The number next to each destination corresponds to its location on Map 6: Recommendations: Town of Hillsborough Signs and Pedestrian Kiosks on Page 48.

- | | | |
|--|--------------------------------|---|
| 1. Kings Highway Park | 7. Turnip Patch Park | 14. Town Hall |
| 2. Distribution and Collection Division
Public Works Facility | 8. Police Station (E) | 15. Town Cemetery |
| 3. Water Treatment Plant | 9. Town Annex (E) | 16. Police Substation |
| 4. Murray Street Park | 10. Old Town Cemetery (E) | 17. Highway 86 N Facility |
| 5. Gold Park | 11. Wastewater Treatment Plant | 18. Orange County Historical Museum (E) |
| 6. Margaret Lane Cemetery (E) | 12. Cates Creek Park | |
| | 13. Hillsborough Heights Park | |

Historic District Identification Signs

Two Historic District identification signs (Sign Type G) will be installed. One will be located on northbound Churton Street before the Eno River bridge. The other will be at the intersection of southbound Churton Street and Corbin Street. These locations are displayed on Map 6: Recommendations: Town of Hillsborough Signs and Pedestrian Kiosks on Page 48.

Parking Directional and Identification Signs

The two town-owned surface parking lots as well as the parking deck will have new identification signs (Sign Types J and K) installed that are coordinated with the wayfinding signs. Parking directional signs (Sign Type H) will be placed on proximity sign poles or on buildings, depending on location. The locations where the parking symbol will be installed are displayed on Map 8: Recommendations for Parking Sign Placement on page 56. The town is considering developing a Parking Master Plan for downtown. Future directional and identification parking signs will use the parking symbol developed in this Wayfinding Sign Plan. Placement and installation will be based on coordination between the Planning and Public Works departments.

Route Directional and Marker Signs

Bike route markers (Sign Type L) will be installed on Margaret Lane and Cameron Street. As Riverwalk and other similar projects are developed, route markers will be designed according to the design specifications of the Signage Design Manual. Placement and installation will be based on coordination with the Planning and Public Works departments.

Wayfinding Pedestrian Kiosks

Three pedestrian kiosks (sign type M) will be installed downtown. One will be located in front of the police station at the Triangle Transit bus stop. One will be installed on the northwest corner of the King Street and Churton Street intersection. The third will be installed in Mayo Park on King Street. These locations are displayed on Map 6: Recommendations: Town of Hillsborough Signs and Pedestrian Kiosks on Page 48.

Orange County Recommendations

Request that Orange County initiate a sign audit for parking signage in Hillsborough. Once a comprehensive sign audit is completed, existing signs should be replaced with coordinated parking signs in appropriate locations.

NCDOT Recommendations

Request that the NCDOT initiate a sign audit for signage that falls under their jurisdiction in Hillsborough; the intent being to consolidate existing signs where possible. The audit should include interstate markers, scenic byway signs, historical markers, and other state maintained guide signs. In addition, request that NCDOT replace existing city limits signs with the following ten additional town limits signs and add seven additional guide signs:

Town Limits Signs

TOWN OF HILLSBOROUGH — WAYFINDING SIGNAGE PLAN

Request that NCDOT take down the existing signs that read “City Limits” and install ten signs that read “Town Limits” at the town boundary along the following roads: Old N.C. 86, N.C. 86, U.S. 70A, St. Mary’s Rd, U.S. 70, N.C. 86/57, Faucette Mill Road, Cornelius Street, Dimmocks Mill Road, and Orange Grove Road. These locations are displayed on Map 5: Recommendations: NCDOT Signs on Page 47.

Guide Signs

Request that NCDOT install seven guide signs. Each sign will read “*Hillsborough*” with an arrow. Two signs will be located at Old N.C. 86 at I-40, two at Old N.C. 86 at I-85, two at N.C. 86 at I-85, and one at North 86/57. These locations are displayed on Map 5: Recommendations: NCDOT Signs on Page 47.

Sign Ordinance Recommendations

Zoning Ordinance

The following issues will be addressed in the zoning ordinance rewrite:

- 8.4(f) will be expanded to include neighborhood districts, allowing well-defined residential districts to install signs at their borders. A neighborhood district will be defined by specific criteria. For instance, the request must come from a neighborhood watch group or a homeowner’s association. This criterion will be determined in the zoning ordinance rewrite.
- Guidelines for sign materials will be established, at least for areas such as the Historic District. This will help unify the appearance of the signs and will protect the character of Hillsborough through high-quality materials.
- Any changes to the Sign Ordinance during the Zoning Ordinance rewrite will comply with the standards set forth in the Signage Design Manual.

Enforcement

TOWN OF HILLSBOROUGH — WAYFINDING SIGNAGE PLAN

Request that the Town Board commence the enforcement of the Sign Ordinance in regards to nonconforming signs by initiating the inventory and amortization schedule. Once this process starts, the town staff will conduct a survey of all existing signs. Property owners whose signs are nonconforming then will be notified of the ordinance requirements and the timeline to come into compliance. The timeline for compliance begins on the date the property owner receives the notification. The timeline is as follows (as outlined in Zoning Ordinance 8.17):

- Any permanent sign that was in compliance before ordinance amendments made in 2008 or later has six years to be brought into compliance.
- Any permanent sign that was nonconforming before ordinance amendments made before 2008 has three years to be brought into compliance.
- Non-exempt temporary signs on private property must be removed within 60 days.
- Exempt or nonconforming temporary signs located within the public right-of-way may be removed by town staff if they are in violation of the sign ordinance.

Branding

It is recommended that the Town Board trademark the designs for the wayfinding signs to prevent other public or private entities from using the same design. This will eliminate confusion and ensure the success of the wayfinding program.

Future Role of the Wayfinding Task Force

The Wayfinding Task Force will meet once in the fall of 2009 to review the fabrication/installation proposals. The Wayfinding Task Force will reconvene annually to assess the progress and to make additional recommendations and/or amendments as necessary.

Chapter 5: Implementation Plan and Results

Implementation Plan

The next steps are as follows:

- Staff will release Request for Proposals for the fabrication/installation phase.
- Wayfinding Task Force will evaluate fabrication/installation bids and make a recommendation to Town Board.
- Design Workshop will review fabrication shop drawings and provide revisions.
- Task Force/Staff/Design Workshop will approve final fabrication drawings.
- Contractor will fabricate and install signs under staff supervision following the implementation schedule below.

Implementation Schedule

In the Planning Department's Financial Forecast, the Town Board has set aside funding for the Wayfinding Signage Program over several years, providing a budget of \$150,000 for design consulting, sign construction and sign installation. Remaining funds roll over to the next fiscal year. The funding available and the timeline are subject to change. The recommended implementation schedule is as follows;

	Funding Available	Implementation Schedule
Fiscal Year 2009	\$35,000	Design Workshop Consulting
Fiscal Year 2010	\$25,000	Trailblazing Signs
Fiscal Year 2011	\$15,000	First half of the Proximity Signs
Fiscal Year 2012	\$15,000	Second half of the Proximity Signs
Fiscal Year 2013	\$30,000	Destination Signs, Historic District Signs
Fiscal Year 2014	\$30,000	Welcome to Hillsborough Signs, Route Markers, Pedestrian Kiosks

The NCDOT signs are not part of this implementation schedule as their fabrication and installation is determined by NCDOT rather than the town.

TOWN OF HILLSBOROUGH – WAYFINDING SIGNAGE PLAN

Sign Fabrication and Installation Cost Estimates

The following cost estimates have been provided by Design Workshop. The figures are subject to change based on manufacturing and installation variables. A few of the sign types are not included in the implementation plan, but may be used in future wayfinding efforts. The cost estimates for every sign type are listed below.

Sign Type	Fabrication	Installation	Number of Signs	Total Cost
A: Welcome to Hillsborough	\$10,000	\$2,000	2	\$24,000
B: Trailblazing	\$2,000	\$1,000	7	\$21,000
C: Proximity	\$2,000	\$1,000	18	\$54,000
D: Secondary Proximity	\$3,000	\$1,000	19	\$76,000
E: Destination - single post	\$3,500	\$1,000	4	\$18,000
F: Destination - double post	\$2,500	\$800	15	\$49,500
G: Historic District Identification	\$3,500	\$1,000	2	\$9,000
H: Parking - on pole	\$500	\$200	0	\$0
J: Parking - attaches to proximity	\$200	\$200	5	\$2,000
K: Parking - mounts on building	\$200	\$200	3	\$1,200
L: Route Marker	\$500	\$200	0	\$0
M: Pedestrian Kiosk	\$4,500	\$1,000	3	\$16,500
			Total Cost:	\$271,200

Grants and Funding

The original funds planned for the wayfinding project are not sufficient to implement all of the recommendations in this plan. The town will need to explore alternative funding sources such as grants and sponsorship opportunities to complete the wayfinding program. This project may be eligible for various tourism and preservation grants.

Preserve America

The Preserve America Community designation recognizes communities that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. The Preserve America matching-grant program provides planning funding to support preservation efforts through heritage tourism, education and historic preservation planning.

Results

Through the Wayfinding Signage Plan, approximately 29 directional signs will be replaced by 37 coordinated, informational, directional signs. With the same amount of signs, 26 additional destinations will be identified. Thus additional information will be presented in a clearer and more accessible manner. When implementation of the Wayfinding Signage Plan is complete, Hillsborough will be easy to access by visitors and residents, historic resources and town assets will be showcased, and the character of the town will be more prominently displayed. Sign clutter from NCDOT signs, town signs, and commercial signs will be diminished and the new and existing signs will have greater visibility.

INSERT MAP 1: Wayfinding Destinations

INSERT MAP 2: Existing NCDOT Highway Markers in Hillsborough

INSERT MAP 3: Sign Inventory of Existing Directional Signs

INSERT MAP 4: Recommendations: All Sign Types

INSERT MAP 5: Recommendations: NCDOT Signs

INSERT MAP 6: Recommendations: Town of Hillsborough Signs and Pedestrian Kiosks

INSERT MAP 7: Recommendations: Directional Signs (Trailblazing and Proximity)

INSERT MAP 7.1

INSERT MAP 7.2

INSERT MAP 7.3

INSERT MAP 7.4

INSERT MAP 7.5

INSERT MAP 7.6

INSERT MAP 8: Recommendations for Parking Sign Placement